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ABSTRACT

In 1991, the Washington State Legislature directed the State Board of Education to develop a new priority system for allocating state aid for school construction and modernization projects. This document reflects the concerns of the State Board of Education, identifying the current context and discussing the major issues pertaining to school construction in Washington. The new priority system is explained in detail, which uses a single scale of values and ranks both growth-related projects and condition-related projects within the same system. The system is based on data collected from site visits to 5 pilot districts, a survey of 11 other states' priority systems, and 2 surveys of Washington school superintendents. Major issues to be dealt with include eligibility, the status of previous district decisions, facility planning and programming, the society/facility relationship, and management/governance. Important aspects of the board's vision for the construction program include: equal access to a "good education" for all students; a flexible capital facilities process; cost-effective use of technology; clearly documented and understood construction needs; a predictable funding environment; an equitable tax burden among districts and a balance between state and local control; a reliable revenue source; and an agreed-upon long-range state construction assistance-funding plan that fits with verifiable estimates of long-range construction needs. Six exhibits are included. Appendices contain descriptions of priority factor scoring, the school facilities questionnaire, and a summary of school district responses. (LMI)

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Washington State Board of Education White Paper on School Construction

The Recommended New Priority System
And the Critical Issues in School Construction

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School Facilities Subcommittee of the State Board of Education

Kathleen Anderson, Chair
Grant Anderson
Millard Battles
Marvin Norman
Dr. William Stevenson
Keith Wilson

Office of Superintendent of Public Instruction

Judith A. Billings, Superintendent
Dr. David Moberly, Deputy Superintendent
Dr. Al Rasp
The School Facilities Staff

State Board of Education

Dr. Monica Schmidt & Staff

Project Steering Committee

Kathleen Anderson, President, State Board of Education
Bill Julius, Office of State Board for Community and Technical Colleges
Dr. John Gott, Former Superintendent, North Thurston School District
Mike Roberts, Director, School Facilities and Organization, OSPI

MGT of America

Denis Curry, Project Director
Angelyn Bagwell
Ed Peters
Tom Pollino
John Wright
Ken Boutwell, President

Pilot Test Districts

Cheney School District
Superintendent Walter Ruffles & Staff
Mossyrock School District
Superintendent John Stencil & Staff
Mukilteo School District
Superintendent Dr. Jim Shoemake & Staff
North Franklin School District
Superintendent Dr. Dale Clark & Staff
Tumwater School District
Superintendent Norman Wisner & Staff

Washington Association of School Administrators

Dr. John Fotheringham
Dr. Doyle Winter
Dr. Ray Tobiason
Ms. Chris Townley

And:

Walter Ball, Association of Washington School Principals
Mike Bigelow, Office of Financial Management
Bill Freund, Senate Staff
Leslie Goldstein, Senate Staff
Mike Groesch, Senate Staff
Judy Hartmann, Washington Education Association
Bill Robinson, House of Representatives Staff
Barbara McLain, House of Representatives Staff
Dwayne Slate, Washington State School Directors' Association
Lorraine Wilson, Washington State School Directors' Association

And we particularly want to express our appreciation to all the Superintendents across the state who took the time to provide us with their comments and observations, and for completing our questionnaires.

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1.0 Executive Summary

The combination of limited funds for state assistance to school districts for school construction and concerns with the current priority system led the 1991 Legislature to direct the State Board of Education to: "*develop a new priority system for allocating state assistance for school construction and modernization projects. The priority system shall include evaluation of projects according to objective criteria established by the state board and a process for review of data submitted by school districts.*"

In response, the State Board, with the assistance of MGT of America, Inc., has developed a new priority system for ranking eligible projects which is responsive to the legislative mandate and reflects the Board's goals for the school construction program. The system is the result of an extensive evaluation of alternatives, discussion and debate by the Board's Facilities Subcommittee and its Project Steering Committee. Similarly, this White Paper reflects the concerns and judgements of the State Board of Education.

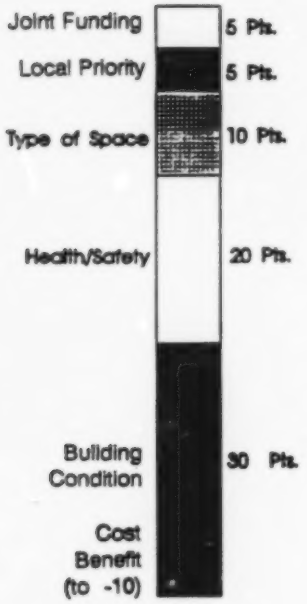
The new priority system is discussed in Section 2.0 of the paper and explained in detail in Appendix A. One of its key aspects is that it uses a single scale of values and ranks both growth related projects (new space needed to expand capacity) and condition related projects (e.g., modernizations) within the same system. The major aspects of the new system are summarized on Exhibit 1-1 on the following page.

The new priority system makes a number of improvements in ranking eligible projects in a manner consistent with the policy judgements of the State Board of Education. It offers an opportunity for projects needed to modernize or replace old buildings to compete with projects needed to meet growing enrollments. The system will aid in the collection of auditable space inventory data from all districts requesting projects and will reward efforts to gain participating funding from other local sources. At the same time, the new system is also NOT a number of things.

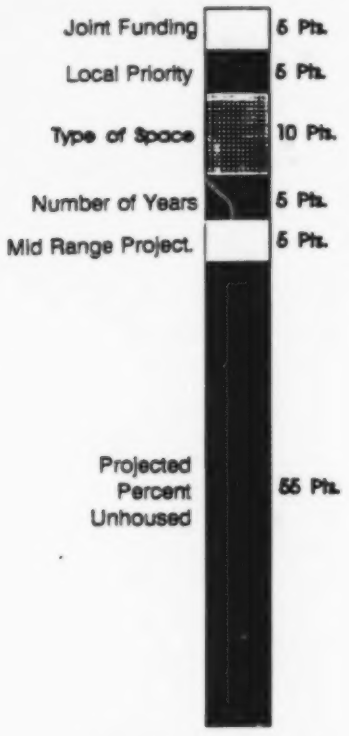
- *It does not address eligibility issues such as appropriate criteria for determining eligibility, space standards for determining capacity, etc.*
- *It does not provide information on the total need for new construction, renovation, remodeling and modernization in the State of Washington.*
- *It does not provide information on the technology needs of the schools to become up-to-date in today's and tomorrow's environment.*
- *It does not affect the funding needs or provide the answer to the issue of lack of sufficient funds to meet pending school construction needs and their relationship to improved educational outputs.*
- *It has not addressed social, economic and environmental changes and their effect on the capability of traditional facilities to contribute to the education of children.*

The principle purpose of the White Paper is to place these concerns in context and identify and discuss the major issues confronting school construction in Washington. The context is identified in terms of "where we are" in our current stock of school facilities, "where we are going" in responding to the need to provide adequate space for existing and projected enrollments, and "where we should be" in addressing the increased

State Board of Education
Recommended Priority Factor Scoring



Modernization
70 Points Possible



New Construction
85 Points Possible

Comparison of K-12 Priority Systems

Old	New
Projects are categorized by type (new for growth, modernization)	No separate categories by project type
Project categories are funded in order (i.e. new, then condemned, then modernizations)	Project funding based upon common point system
Projects are ranked within categories by percent of enrollment affected	Projects are ranked by point totals from objective criterion (i.e. percent of unhoused, bldg. condition, type of space, cost benefit, etc.
Cutoffs: Bonds by first of year project approval anytime	Cutoffs: Both bonds and State Board approval by first of year
Hold category and ranking percentage indefinitely	Hold priority number for only two years then recalculate

expectations of society and the need for educational restructuring. The White Paper describes the current context of school construction in Washington as follows:

- *A tradition of substantial state support for school construction*
- *Significant decreases in non-tax revenues dedicated for school construction*
- *A "stock" of school facilities which includes a substantial portion of older and substandard facilities and whose modernization needs are estimated to total approximately $1.6 billion*
- *A situation in which over an estimated 80,000 students are taught in portables and where 8.3 million added GSF are needed to house them in permanent buildings*
- *Recent local bond issues totaling over $1.3 billion and a pending backlog of requests for state assistance of over $295 million*
- *Enrollments which are projected to rise from 110,000 to nearly 200,000 additional students over the remainder of the decade which conservatively will require 11.9 million additional GSF*
- *Space standards which, while not viewed as valid planning standards by the State Board of Education, fail to recognize realistic space needs*
- *Increases in societal expectations for the public schools in serving underserved groups, meeting social needs and improving our economic competitiveness*
- *A recognized need to restructure education to meet human and economic needs*
- *A responsibility to effectively deal with the problems of meeting school construction needs and providing an educationally effective learning environment, which is shared between the state and local districts.*

The major issues which need to be addressed fall into the following categories:

- Eligibility issues, such as whether the State Board should continue to rely solely on enrollment cohort projections or if it should take into account "supplemental information" such as planned developments or major governmental decisions.
- Issues of dealing with previous district decisions, such as the extent, if any, the state is obligated to help repair buildings due to lack of proper maintenance.
- Facility planning and programming issues, such as whether the way to increase the use of school facilities is through encouraging more students per year or more hours of use per student.
- Society/Facility relationship issues, such as whether (and how) schools should be encouraged to set aside space for pre- and/or post-school day care.

- Management/Governance issues, such as how the state can best ensure development of a long-range capital plan and planning process.

The State Board of Education plans to address these and the other issues identified in the White Paper within a vision for the future which is founded on its policy statement on school construction. That statement is paraphrased as follows:

The board's goal is "*to ensure all students access to school facilities that provide for a safe and healthful physical environment, learning environments where students can develop to their fullest potential, adaptability to emerging and changing needs...and accommodation of the unique social and educational needs of the community.*

To achieve that goal, the Board has pledged to *seek adequate and timely funding, maximize the effectiveness of available resources, recognize the rights and responsibilities of local districts, involve appropriate communities in development of rules and regulations, practice judicious management and impartial distribution of funds on the basis of need, ensure quality of information and maintain ongoing review and evaluation processes.*"

Important aspects of the Board's vision for the future of the construction program are:

- Equity of access to a "good education" for all students.
- A capital facilities process which anticipates the direction of educational change and promotes planning of facilities with the ability to accommodate that change.
- A capital program which achieves an equity of tax burden among the state's school districts, is fair in application and balances local and state control and responsibilities, is structured to facilitate the capacity of local districts to respond to the need for appropriate facilities and is built on shared planning expectations for the future.
- A program with an emphasis on cost-effective construction providing educationally-effective facilities including effective use of technology.
- Overall, a program which is built on a clear understanding of the extent of facility construction, renovation and modernization needs of the school districts which is well documented, verifiable and which can be agreed to by the Governor and Legislature.
- A predictable funding environment involving long-range policy agreements by the Board, the Governor and the Legislature.
- A reliable revenue source which provides a sound base of support but not to the exclusion of active legislative involvement in the funding process.
- Finally, and most important, an agreed upon long-range state construction assistance funding plan to fit with verifiable estimates of long-range school construction/modernization needs.

2.0 The New Priority System for Ranking Eligible Projects

2.1 Background and Legislative Mandate

The major source of revenue for financing the state share of elementary and secondary school construction in the State of Washington is the Common School Construction Fund. With the reduction of revenue to the Fund due to the slowdown in timber harvests and depressed prices in the late 1980s and, more recently the reduction in harvests mandated by the Spotted Owl decision, the Washington State Board of Education (SBE) has become increasingly concerned with the system of funding K-12 school construction.

The combination of limited funds and the current priority system has resulted in internal stresses in the system of funding common school construction and a growing concern with the existing system of priorities. In response to these events, the Legislature has mandated the State Board of Education to:

> *"develop a new priority system for allocating state assistance for school construction and modernization projects. The priority system shall include evaluation of projects according to objective criteria established by the state board and a process for review of data submitted by school districts. In developing the system and the criteria, the state board shall consider the following factors:*
>
> - *type of space requested*
> - *current space availability*
> - *age of the facility*
> - *condition of the facility*
> - *cost benefit considerations of new construction as compared to modernization;*
> - *impacts of maintenance on the condition of facilities;*
> - *impacts of delay on receipt of state assistance; and*
> - *short and long-range demographic projections."*

The capital budget also requires that the State Board report its results and implementation plan to the Governor and the appropriate fiscal committees of the Legislature by February 15, 1992 and to apply the new system to all projects approved for state assistance after January 26, 1991.

The State Board of Education has the responsibility for the state program of school construction assistance and is sensitive to both the legislative concern as well as the concerns of the school districts for fair and adequate construction funding. In late 1991, the Board adopted a goals statement for school facilities which provides the policy context for the establishment of a new priority system to be used in administering the program. That statement is as follows:

"It is a goal of the State Board of Education to ensure all students access to public school facilities that provide for:

1. *A safe and healthful physical environment*

2. *Learning environments where students can develop to their fullest potential*

3. *Adaptability to emerging and changing needs, such as educational reform and developing technology*

4. *Accommodation of the unique social and educational needs of the community, such as:*

    - *Early childhood education*
    - *Adult education*
    - *Parental counseling*
    - *Day care and other health and social services*
    - *Migration*

"The State Board of Education, in the course of exercising its statutory duties respecting the common school construction program, and in seeking to achieve the Board's facility goal, will:

- *Seek adequate and timely state funding support of common school construction and modernization.*

- *Maximize the effectiveness of all available resources.*

- *Recognize the rights, duties and responsibilities of the local school district.*

- *Involve the educational community and other appropriate communities in development of rules and regulations.*

- *Practice judicious management and impartial distribution of available financial assistance on the basis of adjudged need.*

- *Ensure quality of information for decision making.*

- *Maintain ongoing review and evaluation processes."*

2.2 Process of the Study

The State Board assigned the task of developing the new priority system to its Facilities Subcommittee. The Board subsequently requested consulting assistance and selected MGT of America, Inc. to assist the Subcommittee in its work on the priority system.

It is extremely important to understand that the intent of the project was that the consulting team assist the Facilities Subcommittee in its work and not to substitute its judgement for that of the Subcommittee. The recommended priority system is therefore the result of an extensive evaluation of alternatives, discussion and debate by the Subcommittee and its Project Steering Committee. Similarly, this White Paper reflects the concerns and judgements of both the Facilities Subcommittee and the State Board of Education.

It is also important to understand the distinction between "priority" and "eligibility". A school district project is eligible for state assistance on two bases:

- Need, as expressed as "unhoused" pupils due to projected enrollment growth or condemnation of the school building or based on facility condition if the building is at least 20 years old; and

- Passage of a bond issue or building fund excess levy to cover their share of the cost of the project.

The proviso directs the development of a new "priority system" which is to be applied to eligible projects (eligibility issues are not addressed in the new system). In this sense, "priority" means the order in which eligible projects will be funded, i.e., "the state of being prior or first in time, place or rank" (Webster). The Legislature has further defined the term with the identification of specific factors to be considered by the Board. These factors, along with others suggested during the study, were evaluated in the process of developing the new system.

The first major phase of the project involved three main activities:

- site visits to five representative pilot test school districts (selected from the districts with pending projects) to gather data about existing facilities and conduct condition and suitability analyses of all instructional buildings;

- a survey of other states to gather additional information on priority systems and the characteristics of their programs; and

- two surveys of school superintendents concerning their opinions regarding the various priority alternatives under discussion and to gather data and input concerning the issues affecting the future of school construction in Washington.

The first phase provided information on the availability of data in the school districts which could be used in a priority ranking system and the estimated costs of gathering the data. It also reviewed the priority systems used in eleven other states. This review clearly indicated that the priority systems and the ordering of factors was unique to each state and most directly related to the conditions affecting the state.

One of two surveys of district superintendents was completed in the first phase. This survey of opinions on potential priority factors was completed by 60 percent of the districts. Overall, the response was clear: Five elements received high composite scores:

- Current Space Availability (unhousedness) 2.6 composite
- Health and Safety 2.7 composite
- Condition of Facility 3.5 composite
- Relationship to Educational Program 4.3 composite
- Short and Long Term Demographic Projections 5.1 composite

Five of the suggested elements received relatively low composite scores:

- Aesthetic and Cosmetic Factors 17.1 composite
- Use of Prototype Designs 15.4 composite
- Potential for Community/Cooperative use 13.3 composite
- Number of Years Application Pending 12.6 composite
- Impact of Maintenance on Condition 12.3 composite

When the results were tabulated by geographic distribution (East v. West), there was virtually no change in composite score and no change in the top and bottom five possible factors. However, when "growth" and "non-growth" districts were compared, a distinct change in emphasis occurred and "age of facility" replaced "demographic projections as the number five factor of the "non-growth" districts. This was the only change in the top or bottom five selections, although the ordering was different between the two groups. For example, "condition of facility" was the first choice of "non-growth"

districts while, "current space availability" retained its number one status in the "growth" districts. A complete discussion of the survey results, as well as information on the district site visits and the surveys of other states, can be found in the November 15th Progress Report.

As a result of Phase One activities, the Subcommittee eliminated some potential priority factors and identified the factors to be given further study. The factors and the Subcommittee action are summarized in Exhibit 2-1 on the following page. A decision was also made to acquire additional information from the 20 school districts which had projects approved in March and May, 1991 to be used in a test of the recommended priority system in March, 1992. The additional data from the five pilot test districts was used in the review of potential priority factors by the Subcommittee and Steering Committee in Phase Two.

During that phase, the committees conducted extensive reviews of potential priority factors, determined that some were not needed or were encompassed in another, more relevant factor, and identified those to be recommended to the State Board. In addition, the Subcommittee recommended the point values and application criteria as part of an overall structure.

2.3 Recommended Priority System and Constituent Elements

Exhibit 2-1 on the following page indicates the action taken on the potential factors reviewed by the Subcommittee. Exhibit 2-2, which follows, summarizes the recommended factors, their application and point values.

A key element of the new system is that it uses a single scale of values and ranks both growth related projects (new buildings and additions needed to expand capacity) and condition related projects (modernizations, replacement of condemned facilities, and new construction in lieu of modernization) within the same system. As indicated in Exhibit 2-2, certain priority factors are applied only to projects of one type or another while other priority factors apply to all types.

EXHIBIT 2-1

Potential Priority Factor	Current Priority Factor	Noted in Legis-lation	Noted in RFP	Noted in SBE Policy	Supts. Rank in Top 5	Supts. Rank in Low 5	Relates to Project Type	Potential Priority Type	Action
1. Current Space Availability (unhoused students)	X	X	X	X	X		Growth	Primary	Used
2. Demographic Projections (age/year unhoused)		X	X		X		Growth	Modifier	Used
3. Age of Facility		X	X				Repair/replace	Modifier	Eligibility Factor
4. Condition/Health and Safety		X	X	X	X		Repair/replace	Primary	Used
5. Cost/Benefit of New v. Renovation		X	X	X	X		Repair/replace	Modifie	Used
6. Relation to Educational Program & Technology				X	X		All	Either	Planned
7. Type of Space		X	X				All	Either	Used
8. Impact of Maintenance (or lack) on Condition		X	X			X	Repair/replace	Modifier	Planned
9. Educational/Facility Planning Effort				X			All	Modifier	Eligibility Factor
10. Local Funding Capacity/Debt Limit							All	Modifier	Dropped - Phase 2
11. Operating Cost Containment			X	X			All	Modifier	Dropped - Phase 2
12. Maintenance Cost Containment			X	X			Repair/replace	Modifier	Dropped - Phase 2
13. Impact of Delay in State Aid		X					All	Modifier	Dropped - Phase 2
14. Years Application Pending						X	All	Modifier	Dropped - Phase 2
15. Cooperative/Community Use ($)				X		X	All	Modifier	Used
16. Local Funding Effort							All	Modifier	Dropped - Phase 1
17. Use of Standard Plan						X	Growth	Modifier	Dropped - Phase 1
18. Aesthetics/Cosmetic Factors			X			X	All	Modifier	Dropped - Phase 1
19. Local District Priority							All	Modifier	Used

Exhibit 2–2
Priority Factors
by Type of Project

	Possible Points			
	Growth Projects		Mod or New in Lieu	
	Minimum	Maximum	Minimum	Maximum
A. Factors Applied to All Projects				
1. Type of Space	4	10	4	10
2. Local Priority	0	5	0	5
3. Joint Funding	0	5	0	5
B. Factors Applied to Growth Projects				
1. Percent Unhoused – 5 Years	15	55	N/A	N/A
2. Percent Unhoused – 3 Years	0	5	N/A	N/A
3. Years Already Unhoused	0	5	N/A	N/A
C. Factors Applied to Modernization/Replacement Projects				
1. Health and Safety	N/A	N/A	0	20
2. Overall Building Condition	N/A	N/A	0	30
3. Cost/Benefit	N/A	N/A	*	*
Possible Total Scores	19	85	4	70

* Cost/Benefit considerations can result in a project receiving a loss of up to ten condition points.

The total possible points which can be received by a growth related project is 85 while 70 is the maximum a condition related project can receive. The point difference reflects the judgement of the Board regarding the relative overall severity of capacity problems versus condition problems. It should be noted however, that a highly needed modernization can outscore a growth related new project. This is illustrated in Exhibit 2-3 on the following page.

Fifteen points have been reserved for later inclusion of additional educational factors; namely Program Relationship and Technology Inclusion. In addition, it is anticipated that the Impact of Maintenance on Condition will be added as a modifying factor when sufficient data on adherence to the State Board policy on maintenance is available, probably in 1995.

The priority factor scoring system is described in detail in Appendix A. The appendix also includes illustrations of the scoring system. The following is a brief overview of the recommended approach.

- Projects eligible due to projected unhoused students can receive up to 85 points, 65 of which are related to factors unique to that type of project. These are:

  55 The Projected Percent of Students Unhoused, based on enrollment projections by the Office of Superintendent of Public Instruction (OSPI) for grades K - 8 and 9 - 12 five years in the future and using current SBE space factors. If the projected percent unhoused is equal to or greater than 40 percent, 55 points are awarded. If the projected district percent unhoused is less than 5 percent a minimum of 15 points are awarded. If the projected percent unhoused is between 5 percent and 40 percent then the 40 remaining points (55-15) are proportionately awarded.

  5 The Mid Range Projection, based on OSPI projected enrollment three years in the future provides up to five points for a project. The project's point score in Item 1 is first multiplied by the percentage relationship between the 55 points in the Unhoused factor and the five points in this factor (5/55 = .091). This produces the maximum points a project can be awarded in this category. The actual points are determined by the relationship between the district's unhoused percent three years in the future and its unhoused percentage five years in the future.

  5 The Number of Years Unhoused, provides one point per year (up to a maximum of five points) that a district has had an unhoused condition in the applicable grade category in the past five years.

Exhibit 2-3
PROJECT POINT FACTORS

District	Project		5 Year Projected Percent Unhoused 15-55	3 Year Mid Range Projection 0-5	Number of Years Unhoused 0-5	Health and Safety 0-20	Condition of Building 0-30	Cost/ Benefit 0-(10)	Type of Space 4-10	Local Priority 0-5	Joint Funds 0 or 5	Total Possible Points	Project Total Score
MUKILTEO	NEW MIDDLE	New	55.00	4.25	0	xxxxxxx	xxxxxxxxx	xxxxxxx	8.73	5.00	0.00	85.00	72.98
CHENEY	HIGH	New	45.42	3.44	5	xxxxxxx	xxxxxxxxx	xxxxxxx	9.33	2.00	0.00	85.00	70.18
MOSSYROCK	MIDDLE	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	16.00	25.0	0	8.07	4.00	0.00	70.00	53.07
MOSSYROCK	ELEMENTARY	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	15.00	28.5	-6	7.45	5.00	0.00	70.00	49.95
N. FRANKLIN	B.C. ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	21.0	0	9.03	5.00	0.00	70.00	49.03
CHENEY	BETZ ELEM	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	19.00	15.5	0	9.50	5.00	0.00	70.00	49.00
CHENEY	SUNSET ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	18.0	0	9.75	4.00	0.00	70.00	45.75
CHENEY	SUNSET ELEM	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	18.0	0	10.00	3.00	0.00	70.00	45.00
N. FRANKLIN	OLDS JR. HIGH	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	15.00	15.5	0	9.08	4.00	0.00	70.00	43.58
MOSSYROCK	HIGH	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	16.0	0	10.00	3.00	0.00	70.00	43.00
TUMWATER	NEW MIDDLE	New	29.28	0.78	0	xxxxxxx	xxxxxxxxx	xxxxxxx	8.74	4.00	0.00	85.00	42.80
TUMWATER	LITTLEROCK EL	New	30.51	0.84	0	xxxxxxx	xxxxxxxxx	xxxxxxx	6.04	5.00	0.00	85.00	42.39
MUKILTEO	MARINER HIGH	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	12.00	16.0	0	8.96	4.00	0.00	70.00	40.96
HYPOTHETICAL	NEW HIGH	New	24.10	1.73	3	xxxxxxx	xxxxxxxxx	xxxxxxx	8.97	4.00	0.00	85.00	38.80
HYPOTHETICAL	NEW ELEM	New	19.80	0.72	0	xxxxxxx	xxxxxxxxx	xxxxxxx	9.30	5.00	0.00	85.00	34.81
HYPOTHETICAL	NEW MIDDLE	New	15.00	0.57	2	xxxxxxx	xxxxxxxxx	xxxxxxx	8.70	5.00	5.00	85.00	34.27
N. FRANKLIN	HIGH - PHASE I	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	9.39	2.00	0.00	70.00	33.89
N. FRANKLIN	MESA ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	8.39	3.00	0.00	70.00	33.89
N. FRANKLIN	HIGH - PHASE II	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	10.00	1.00	0.00	70.00	33.50
MUKILTEO	FAIRMOUNT EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	13.00	8.5	0	9.21	3.00	0.00	70.00	33.71
CHENEY	CHENEY HIGH	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	11.00	8.5	0	9.26	1.00	0.00	70.00	29.76
MUKILTEO	LK STICKNEY EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	8.0	0	8.79	1.00	0.00	70.00	27.79
MUKILTEO	SERENE LK EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	6.0	0	8.88	2.00	0.00	70.00	26.88

- Projects eligible due to age, condition or condemnation can receive up to 70 points, 50 of which are related to factors unique to that type of project. These are:

  20 Health and Safety Factors, award up to 20 points based on a site evaluation of safety and code factors. Up to 16 points are awarded based on the applicable score on the Building Condition Evaluation Form (BCEF) included in Appendix A and up to four points for failing to meet seismic code and presence of asbestos.

  30 Building Condition as rated on the BCEF provides up to 30 points. If the building condition score is 31 or less (indicating "poor" condition), then the maximum 30 points are awarded to the project. If the condition score is 91 or more indicating no significant problems), then no points are awarded. If the condition score is between these extremes, the points are awarded proportionately.

  A Cost/Benefit Factor is used to modify the condition score if the proposed project does not correct the problem in the most cost-effective way. If the condition score is less than 40 on the BCEF, up to ten points are deducted from the condition score if a modernization is proposed on the basis that new construction replacing the old facility would be the most appropriate approach. Similarly, up to ten points are deducted if the condition score is greater than 60 and new construction is proposed rather than modernization.

- All projects receive up to 20 points from three factors:

  10 The Type of Space resulting from the project allocates from 4 to 10 points. Space used for scheduled instruction and libraries (classrooms, laboratories, PE teaching space, libraries and learning resource centers) is rated at ten points. Space used in support of instruction (assembly, student services, office space and classroom/lab service and support) is accorded seven points while cafeteria/food service, spectator seating, covered play areas and general support space is counted at four points. The total value is calculated based on the proportion of the different space types in the project.

  5 Local Priority provides five points for the district's first priority project, four for its second priority and so on until zero for its sixth and lower priorities.

5 Joint Funding for projects in cooperation with other local government entities or private donors awards five points. Impact fees and federal construction support funds are not included. In order to receive the points the joint funding must equal at least 25 percent of project costs of $1 million or less and increases on a sliding scale to $500,000 for projects costing $10 million and over.

The new system will be applied to all projects determined to be eligible for state construction assistance after January 26, 1991. Points will be calculated based on fall 1991 enrollment projections and estimated building condition prior to start of construction in cases of projects already under way. If funds are not sufficient to match all approved projects, the non-funded projects will retain their scores for one additional year. If the district desires, the project will be rescored after fall 1992 enrollment projections have been made.

It is anticipated that 15 points covering "Program Relationship" and "Technology Inclusion" will be added after revisions are made to study and survey requirements later in the year. In addition, points will be included to reflect the impact of maintenance on condition after the State Board of Education policy on maintenance expenditures has had sufficient time to operate and have an effect on building condition. It is estimated that a factor will be included by 1995.

2.4 What the New Priority System Is and Is Not

The new priority system provides a system for weighing the relative importance of eligible projects consistent with the policy judgements of the State Board of Education. It will provide an opportunity for modernization projects and new construction in lieu of modernization to compete with projects needed to meet growing enrollments. It also rates condemnation based projects based on the condition of the building and health and safety factors. The system will aid in the collection of auditable space inventory data from all districts requesting projects and will reward efforts to gain participating funding from other local sources. Although not embedded in the priority system, it is planned that revised Study and Survey requirements will stress enhanced local planning and a demonstrated relationship between educational and facility planning.

While making improvements in the process through which choices are made among eligible projects, the new system is also NOT a number of things.

- It does not address eligibility issues such as appropriate criteria for determining eligibility, space standards for determining capacity, etc. All of those involved in the project have avoided the use of the "E" word.

- It does not provide information on the total need for new construction, renovation, remodeling and modernization in the State of Washington. Without such information, it is not possible to develop a long-range plan to meet those needs.

- It does not provide information on the technology needs of the schools to become up-to-date in today's and tomorrow's environment.

- It does not affect the funding needs or provide the answer to the issue of lack of sufficient funds to meet pending school construction needs and their relationship to improved educational outputs.

- It has not addressed social, economic and environmental changes and their effect on the capability of traditional facilities to contribute to the education of children.

The purpose of the remainder of this paper is to place these concerns in context and identify and discuss the major issues confronting school construction in Washington. In addition, the paper will identify desired directions and offer a vision for the future. It is the intent of the Board that this will improve the understanding of this critical element of school funding and operation and will stimulate discussion and the development of long term solutions to a growing problem.

3.0 Context and Issues in K-12 Facilities

3.1 The Context: Factors Affecting School Construction Funding

3.1.1 Elements of Construction Funding

- The United States Enabling Act for the State of Washington provided that two sections of every township be set aside as state common school lands with any revenues to go into the permanent school funds of the state.

- By 1965, the Permanent Common School Fund had grown to over $100 million but the earnings were not a significant source of funds for school operations. However, the school trust could provide an adequate revenue stream to provide support for construction of school buildings.

- The 1965 Legislature enacted a constitutional amendment (subsequently ratified by the people) which:

  -Established the Common School Construction Fund

  -Diverted investment income from the Permanent Fund to the School Construction Fund and allowed their use for either current school construction needs or for amortization of bonds for that purpose.

- Since creation of the Common School Construction Fund, the state has disbursed over a billion dollars to support school construction, a legacy to future generations of students in our public schools. Without the foresight of past leaders, many of the school buildings of today would not exist.

- At the same time, Washington has relied on the voters of the local school districts to raise approximately half the funds needed to build the school facilities. In addition, the local levy and bonding laws have required "super-majorities" for passage. In the case of six year construction levies, a 60 percent "Yes" vote of the 40 percent "validation" requirement is necessary. In the case of local bond issues, the most common source of matching funds, an absolute 60 percent "Yes" vote is required. Washington is one of only a few states in the nation which require a "super-majority" to incur long term local debt.

- As enrollments have grown in the late 1980s and early 1990s, school districts have passed record bond issues. However, the timber trust revenues to the Common School Construction Fund have been constrained

for a variety of reasons and just recently state general obligation bonds have been issued. Still the need increases and projected future growth in school enrollment puts greater pressure on available resources.

3.1.2 Quantitative Elements

In order to begin the discussion of future needs it is important to get a sense of "Where we are", in other words, what is the status of our current school facility stock including what is and is not known about our school inventory.

- We know more about what we don't know than we know about what really exists. For example:

  - There is no current statewide inventory of school space, even at the gross square foot level. Virtually no districts have auditable inventories of assignable square feet by space type

  - There is no statewide inventory of school condition or suitability

  - There is no statewide inventory of school technology or the ability of buildings to accommodate technology

- Although there is a lack of verifiable data, we have some indications about the state of school facilities. These are:

  - According to best estimates, over 50 percent of classroom space is over 30 years old and over 75 percent is over 20 years of age.

  - The 1991-93 capital request material prepared by OSPI estimated modernization needs over the next ten years based on 60 percent of the 65 million square feet of space in pre-1970 buildings at a cost of $41 per square foot. The ten year state and local total cost would equal $1.64 billion at today's dollars.

  - *In a recent study completed for the State of Wyoming, MGT of America estimated the renovation and modernization needs of Wyoming schools (based on a school by school condition analysis) to be $268.7 million. Washington has approximately six times as many schools as Wyoming and assuming reasonably similar conditions based on the review of facilities in the pilot test districts, the extrapolated cost would approximate $1.6 billion in Washington.*

- As part of the study, all school districts were surveyed regarding the nature of their facilities and their estimated needs for the future. Over one-half of the districts (50.3 percent) covering 60.3 percent of total enrollment responded. In rating the physical condition of their schools, superintendents indicated that one-fourth were in "excellent" condition and that 35 percent were in "good" condition needing only minor repair. However, nearly 40 percent of schools were estimated to be in "poor" or "very poor" condition, requiring either major repair or replacement.

- Districts were asked whether their schools met current seismic and asbestos codes and whether they met EPA radon guidelines. 38 percent of schools in the survey did not meet the seismic code, 19 percent did not meet asbestos codes and 16 percent were said not to meet radon guidelines.

- In terms of educational adequacy, fewer schools were rated as "excellent" (19 percent) but more (44 percent) were rated "good". "Poor" or "very poor" ratings were given to 37 percent of the schools. The complete survey results are included as Appendix B.

- During the course of this study, districts were also surveyed regarding their use of portables for instructional purposes. 121 districts representing 41 percent of all districts and 50.7 percent of total enrollment responded. The respondents indicated that 10.6 percent of enrollments are housed in portables and that 55.7 percent of the portables were in "excellent" or "good" condition and that 44.3 percent were in "poor" or "very poor" condition. Assuming that these results are reflective of the state as a whole, one can estimate that approximately 88,000 children receive their instruction in approximately 3,400 portables, some 1,500 of which are in poor or very poor condition.

■ Record bond issues (over $1.3 billion per year) were proposed in 1990 and 1991. 67.7 percent passed in 1990 while 26.3 percent passed in 1991 (at least in part due to the growing recession). Still, $1.3 billion in local funds for school construction and modernization were approved in the last two years. At the present time, there is a $299 million backlog of pending requests for school construction assistance. Although the Legislature is attempting to grapple with this problem, what is the outlook for the future? In other words, "Where we are going"?

- The demographics, both current and projected, indicate a trend of continuing increases in enrollment at all grade levels. Recently, declines in the upper grades have been more than offset by increases in the lower grades. Now, the combination of increases in live births (up 14.2 percent in the last four years) and in-migration has resulted in increases at all grade levels. Exhibit 3-1 on the following page illustrates school enrollment projections through 1996-97 by the Office of State Superintendent of Public Instruction (OSPI) and through 1999-2000 by the state Office of Financial Management (OFM) and the Washington Association of School Administrators (WASA). The WASA forecast indicates school enrollment will exceed one million by the turn of the century. The OFM forecast reflects a declining rate of growth but still an estimated school population of nearly 944,000 by 1999-2000. This conservative forecast still estimates that nearly 110,000 more students will be enrolled in school by the end of the decade. At the high end of the forecasts, the increase would be close to 200,000 added students.

- In the survey of districts, an overall excess capacity of approximately 30,000 students was reported. However, excess capacity can exist in one grade category and a shortage can exist at another. In addition, there is and will continue to be extensive shifts in population within Washington, increasing surplus space in some districts and worsening the situation in others. The school systems of the state are not at liberty to refuse to enroll students or to send them elsewhere. At least at present, facilities must follow the children, who must follow their parents.

- In view of the fact that some excess capacity currently exists, it is prudent that an approximation of future space needs should be based on the most conservative of the three estimates; that of OFM. At current State Board of Education space factors, the 109,570 additional students above 1991 enrollments would require 11,918,770 additional gross square feet (GSF) of space to be constructed by 1999.

- At current State Board of Education space factors, providing permanent space for the estimated 88,400 students now taught in portables would require an additional 8,292,040 additional GSF of space.

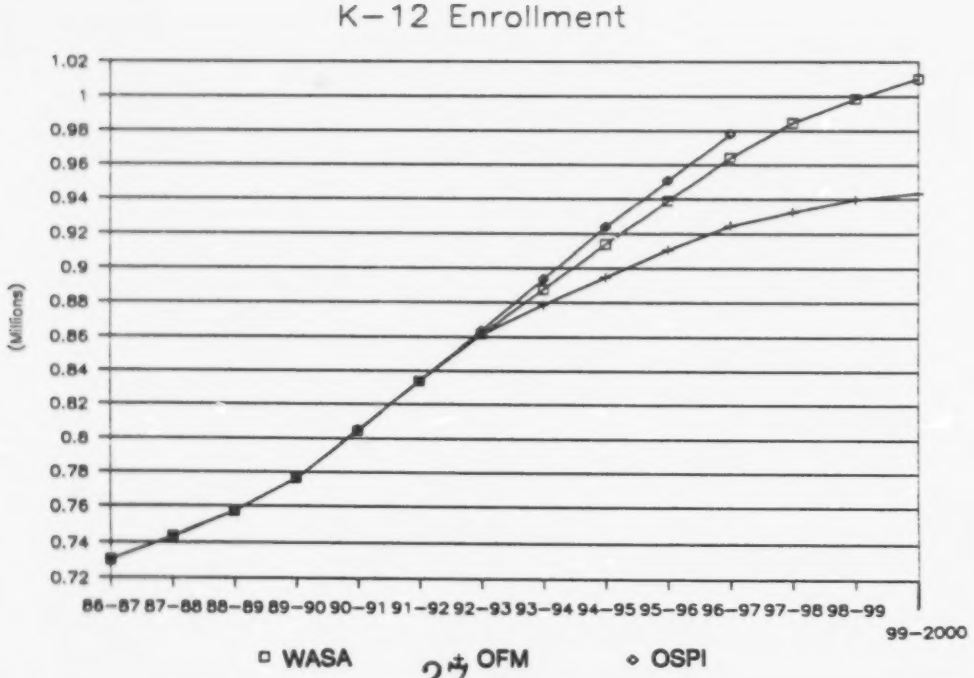
Exhibit 3-1
K-12* Enrollment Figures
Actual 1986-87 to 1991-92
Projected 1992-93 to 1999-2000

YEAR	SPI	WASA	OFM	
86-87	730,244	730,244	730,244	
87-88	743,414	743,414	743,414	
88-89	757,495	757,495	757,495	
89-90	776,340	776,340	776,340	
90-91	805,231	804,597	805,231	
91-92	834,158	834,158	834,158	
92-93	863,826	861,761	861,450	/1
93-94	893,766	887,613	878,723	
94-95	924,165	914,006	894,963	
95-96	950,869	939,157	910,713	
96-97	978,022	964,169	924,811	
97-98	/2	984,523	932,694	
98-99		998,593	939,758	
99-2000		1,010,415	943,728	

* K @ 1/2 Count

1/ OFM Kindergartern Figures from 92-93 through 2000 Provided by Theresa Lowe.

2/ OSPI Does Not Project Enrollments Beyond Five Years.



- The current space factors used by the State Board of Education are recognized by the Board as a budgeting tool and not as a planning guideline. However, capacity and eligibility is determined based on those factors. The factors are:

Elementary students	80 GSF per student
Middle School students	110 GSF per student
High School students	120 GSF per student
Handicapped students	140 GSF per student

As Exhibit 3-2 on the following page indicates, these space factors are substantially below the average of the standards of states who use standards and below the current average size of new school construction in the United States. In addition, they are approximately the same amount below the GSF equivalent of the detailed space standards developed by MGT and applied in a variety of state and local school construction studies. These amounts, approximating 100 GSF at the elementary level, 125 GSF at middle school and 145 at the high school level are mainstream averages. They do not reflect the inclusion of many specialized spaces educational planners deem needed to respond to today's needs and government mandates. In a recent study, planners in the North Thurston and Tumwater districts scoped school facilities needed to provide high quality programs and meet mandated requirements. Their estimates resulted in 144 GSF per student at the elementary grades, 154 at middle school and 164 at the high school.

- If the "mainstream" average standards of 100/125/145 are applied to the needed new construction for enrollment growth and to replace portables, 4,476,000 additional GSF would be needed before the end of the decade.

- To summarize:

Added space to meet enrollment growth	11.9 million GSF
Added space to replace current portables	8.3 million GSF
Added space at mainstream standards	4.5 million GSF
Total estimated additional space needed	24.7 million GSF

EXHIBIT 3-2
COMPARATIVE SPACE STANDARDS

STATE	GROSS SQUARE FEET PER STUDENT		
	ELEMENTARY SCHOOL	MIDDLE SCHOOL	HIGH SCHOOL
ALASKA	100	150	150
CALIFORNIA	78	107	135
CONNECTICUT	134	172	186
DELAWARE	71	130	150
ILLINOIS	76	120	140
MAINE	80	100	120
MARYLAND	95	115	130
MASSACHUSETTS	115	135	155
MICHIGAN	110	190	190
NEW JERSEY	85	125	155
UTAH	74	120	147
WYOMING	100	125	150
WEST VIRGINIA	110	120	130
AVERAGE	94	131	149
1990 NEW CONSTRUCTION	101	130	147
MGT MODEL	102	126	146
WASHINGTON	80	110	120

NOTES:

1. State Averages from "State Requirements Survey for School Construction" American Institute of Architects

2. 1990 Average New Construction size from "American School and University", May, 1991

3. MGT detailed space guidelines converted to GSF per student

- The actual construction of the space estimate above is dependent on raising the dollars needed at the state and local levels. Timber revenues have been the primary source of state funds in the past, recently augmented with state general obligation bonds. With the experienced and forecasted restrictions in timber revenues, developing a reliable alternative funding source for school construction is a major challenge facing the state.

3.1.3 Environmental and policy elements "Where we should be"

There are three major environmental and policy factors affecting the needs of the future: Increased expectations of society for the public schools; a commitment, at all levels of government to a restructuring of how our schools operate; and the governance relationships between the state and the local school districts.

- *Increased Societal Expectations* have emerged in a variety of ways.

  - There is an understanding and an expectation that education is a major contributor to the economic health of America.

  - As a nation, we have a fundamental belief that education is a positive force in our society in terms of societal enhancement, economic return and competitiveness in a global economy. These factors are recognized in our national goals.

  - Governments, reflecting society's expectations, have enacted policies mandating the schools to broaden their enrollment or alter the way in which programs are offered, e.g., equity of opportunity, special education "mainstreaming", expanded bilingual education, remediation, migrant education, alcohol and drug education, AIDS education, mandates to reduce class size, etc.

  - Societal expectations are expanding at a time when the social and economic environment is changing dramatically, e.g., the range of readiness has broadened, the range of health conditions has expanded, and the diversity of cultures to be served has increased.

  - There are societal expectations that children will be educated in a contemporary learning environment with adequate space, modern labs and with technological capabilities and configured in a manner which is flexible to accommodate changes in class size standards and grade arrangements.

- There is also an imperative expectation that the environment will be safe and healthful for children, will mitigate dangers and, most importantly, meet current codes for seismic safety, asbestos and other toxic materials.

- As accreditation standards indicate, "Because the facility serves as a vehicle in the implementation of the total educational program, the way it is utilized should be predicated on, and be consistent with, the stated philosophy and objectives of the school. It should provide for a variety of instructional activities and programs and for the health and safety of all persons involved."

- A key question which must be asked is whether there is a "fit" between these expectations and available school facilities.

- *The need for educational restructuring* is well recognized at both the national and at the state level. The convening of the Governor's Council on Education Reform and Funding to review public education in Washington is a clear indication of this fact. In addition, there has been a continuing call for educational restructuring in the major studies of the last several years. To cite a few...

  "Our nation is at risk. Our once unchallenged preeminence in commerce, industry, science and technological innovation is being overtaken by competitors throughout the world ...The educational foundations of our society are presently being eroded by a rising tide of mediocrity that threatens our very future as a nation and a people...If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war." A Nation At Risk, 1983.

  "America's ability to compete in world markets is eroding...As in past economic and social crises, Americans turn to education. They rightly demand an improved supply of young people with the knowledge, the spirit, the stamina and the skills to make the nation once again fully competitive - in industry, in commerce, in social justice and progress, and, not least, in the ideas that safeguard a free society." A Nation Prepared, 1986.

  "Human resources determine how the other resources of the nation will be developed and managed. Without a skilled, adaptable, and knowledgeable workforce, neither industry nor government can work efficiently or productively...Tomorrow's workforce is in today's classrooms..." Investing in Our Children, 1985.

"Vast numbers of American students cannot meet the educational requirements of today's workplace, much less those of the next century. The Commission believes that this lack of achievement stems in large part from the lack of incentives for effort and achievement in school." Investing in People, 1989.

"Eight years after the National Commission on Excellence in Education declared us a "Nation At Risk", we haven't turned things around in education. Almost all our educational trendlines are flat. Our country is idling its engines, not knowing enough or being able to do enough to make America all that it should be." America 2000, 1991.

"The President and the nation's governors agree that a better educated citizenry is the key to the continued growth and prosperity of the United States. Education has historically been, and should remain, a state responsibility and a local function, which works best when there is also strong parental involvement in the schools. And, as a nation we must have an educated workforce, second to none, in order to succeed in an increasingly competitive world economy." Joint Statement of the President and Governors, 1991.

-From the above it is clear that there is an imperative need to respond to the ever expanding technically oriented knowledge base affecting all elements of our society. The information explosion and/or related new generations of communication technology has created an information based economy which requires altered and expanded school facilities. Instructional space and its configuration must accommodate this technology. The school must be "in sync" with the reality of the world around us. This is essential if we are to improve the fit between our graduates and the jobs which will be available.

-In this context, our vision for the future should include:

* Vitalizing the instructional setting;

* Responding to the added cultural diversity of our students;

* A paradigm which empowers individuals to enhance learning in all areas of curriculum and related skills; and

* A restructuring of "rules, roles, and relationships" in how schools operate and the students and teachers interact.

-One of the barriers to reform is the difficulty of providing an educationally effective learning environment. This barrier must be recognized and understood along with the other factors inhibiting restructuring or there is likely to be a chilling effect on the willingness to invest the amounts needed to implement a long-range construction plan. In other words, if the challenge is not recognized the problem of inadequate and inappropriate school facilities could reach such a size that the cost would be prohibitive.

- *Governance and responsibility* are also important elements of the policy context when considering school construction issues.

- Washington's Constitution contains a powerful provision dealing with the state's responsibilities relative to public education. Article 9, Section 1, declares that, "It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction on account of race, color, caste, or sex."

- This concept, that provision of a basic education is the "paramount" duty of the state, has been applied to the operating costs of the public schools, however the issue of its applicability to provision of facilities has not been raised although court cases in other states (Texas and Wyoming for example) have required equity of opportunity in both capital and operating support.

- Washington already has a record of substantial state assistance to local districts for capital construction as noted earlier and, through the State Board of Education, has outlined well defined processes requiring local studies and planning in order to qualify for state assistance. Through its rules, the State Board represents the state interest.

- School construction assistance is not provided without local matching funds and local funds must be expended for space not eligible for state matching. In most cases, provision of these monies requires a positive 60 percent super-majority vote of district residents.

- At the same time, the facilities constructed with (or without) state assistance are district property and are the responsibility of the district to plan, construct and manage. Therefore, there is a sharing of interests and responsibilities among the state and the districts.

To summarize, the context in which the issues concerning school construction funding in Washington need to be considered consists of a variety of factors. These are:

- A tradition of substantial state support for school construction
- Significant decreases in non-tax revenues dedicated for school construction
- A "stock" of school facilities which includes a substantial portion of older and substandard facilities and whose modernization needs are estimated to total approximately $1.6 billion
- A situation in which over an estimated 80,000 students are taught in portables and where 8.3 million added GSF are needed to house them in permanent buildings
- Recent local bond issues totaling over $1.3 billion and a pending backlog of requests for state assistance of over $295 million
- Enrollments which are projected to rise from 110,000 to nearly 200,000 additional students over the remainder of the decade which conservatively will require 11.9 million additional GSF
- Space standards which, while not viewed as valid planning standards by the State Board of Education, fail to recognize realistic space needs
- Increases in societal expectations for the public schools in serving underserved groups, meeting social needs and improving our economic competitiveness as a country
- A well recognized need to restructure education to meet human and economic needs
- A responsibility to effectively deal with the problems of meeting school construction needs and providing an educationally effective learning environment, which is shared between the state and local districts.

3.2 Issues in School Construction Funding

The description of the major factors affecting public school construction as summarized at the end of the preceding section might imply that all of the issues are financial and all problems could be solved through provision of sufficient funds. While many of the critical issues are financial in nature there are a number of others that need to be addressed in developing a long-range plan for school construction. These issue areas and the associated questions are outlined below.

- *Eligibility issues:*

  1. Should space built solely with local district funds be included in calculating the capacity of the district to house projected enrollments, particularly when the standards used to measure capacity are below national averages? Should space built by districts to meet community needs be counted? Should covered play areas be counted, even at one-half weight? Should districts be allowed a tolerance range, perhaps equal to the difference between current state standards and national averages?

  2. Should the State Board continue to rely solely on enrollment cohort projections or should it take into account "supplemental information" such as planned developments or major governmental decisions, e.g., expanding Fort Lewis or creating a "Home Port" in Everett.

  3. How can a district receive state support to add or remodel space to meet state or federal mandated requirements e.g., reduced class sizes, medical care for disabled students, when it is not otherwise eligible for state funds based on enrollment forecasts or building age?

  4. Should there be minimum eligibility criteria specifying circumstances under which demolition and new construction is required as opposed to modernization of facilities in very poor condition?

  5. Should new construction in lieu of modernization require an equivalent demolition of existing space?

6. Is age of the building, as opposed to its condition, the appropriate eligibility criterion for modernization projects?

7. Should subsequent modernizations of a building be limited to the proportion of "inappropriately housed" students or should it be based on the square feet of the building not modernized?

8. What criteria should be insisted on to ensure that modernizations actually "modernize" the space and not merely renovate it to its original condition?

9. Should the existing space standards be increased to reflect national averages or engineered estimates of need?

- *Addressing problems arising from previous school district decisions:*

1. How should projects to remedy problems due to low cost original construction be dealt with?

2. Should projects to repair buildings due to lack of maintenance be funded?

3. If a district chose to eliminate space in a building project which had been scaled back due to higher than anticipated bids, should that lack of space be allowed to contribute to future eligibility?

- *Educational facility planning process and program relationship:*

1. How should the capital process be modified to stress the need for the development of a long-range educational plan linked to, and serving as the basis of, the long-range facility plan?

2. In what way can the State Board encourage local districts to add or reconfigure space to meet state program requirements, e.g., reduced primary class sizes, adequate educational technology, etc.?

3. There are two main ways to increase the use of school facilities, more students per year or more hours of use per student. Which is the preferable program option and what incentives can be offered to increase space utilization? Should such incentives be offered?

4. Are the current State Board of Education standards adequate for a basic core educational program? Are they adequate for a restructured program emphasizing use of new technologies?

5. Do the current standards accommodate changing instructional methods? In their allowances? In their operation?

6. Should the standards be changed to reflect "Assignable Square Feet" (ASF) with a net to gross efficiency expectation? Should ASF based standards be by type of space or operate in the aggregate?

7. How can the space standards be reconfigured to induce reasonable local decisions promoting quality education and not be viewed as an unreasonable state intrusion?

8. If the standards are to be revised, what process should be followed?

- *Society/Facility relationships:*

1. Schools are increasingly expected to intervene to help students and families meet social, personal and physical needs. How can the planning process or state facility standards be designed to recognize such expectations? Should they be?

2. Communities wish to make greater use of school facilities for inter-governmental services, recreation, etc. How can the planning process or state facility standards be designed to recognize these expectations? Should they be?

3. Should schools be encouraged to set aside space or to make more intensive use of space for pre-school and/or post-school day care? If so, how?

4. At what point should the line be drawn in accommodating community social and health needs through school facilities? Should cooperative funding be required?

- *Management/Governance responsibilities:*

1. How should the capital budget process be designed to reflect and respect the relative roles and responsibilities of the SBE and the Legislature?

2. How should the capital budget process be designed to reflect and respect the relative roles and responsibilities of the SBE and the local school districts?

3. How can the state best ensure the development of a long-range capital plan and a long-range planning process?

4. Is the current local matching fund requirement too high? Too low? What should be done when districts either cannot or will not provide the funds to meet minimum facility standards?

5. Should districts be encouraged/required to consolidate to use available physical capacity to meet enrollment growth or program needs? What alternative steps are available? How can deterrents to consolidation be eliminated?

6. How should the capital process most effectively interact with the Growth Management Act? If schools are treated as "developers" under the act should the additional costs be recognized by the state?

- *Process issues:*

1. How can the timing of release of state funds be altered to achieve the lowest construction bids without undue project delay?

2. At what point in the approval and ranking process will all information be required and the "final" ranking be made?

- *Cost and Educational Effectiveness issues:*

1. Are there any aspects of the current process which contribute to cost/ineffective or cost/inefficient projects?

2. How can cost/effective project management by local districts be encouraged/required?

3. How can the process be designed to assure the Legislature and the public that capital resources are spent in an educationally effective manner?

4. What is the best way to gather the data needed to develop a long-range assessment of school facility needs based on verifiable data.

4.0 The Future: Desired Directions

4.1 Vision for the Future

The State Board's recent policy statement on school construction forms the cornerstone of its vision for the future. That statement is included in its entirety on pages two and three. However, there are certain key words that can be extracted that summarize the statement.

The board's goal is "*to ensure all students access to school facilities that provide for a safe and healthful physical environment, learning environments where students can develop to their fullest potential, adaptability to emerging and changing needs...and accommodation of the unique social and educational needs of the community.*

To achieve that goal, the Board has pledged to *seek adequate and timely funding, maximize the effectiveness of available resources, recognize the rights and responsibilities of local districts, involve appropriate communities in development of rules and regulations, practice judicious management and impartial distribution of funds on the basis of need, ensure quality of information and maintain ongoing review and evaluation processes.*"

Important aspects of the Board's vision for the future are:

- Equity of access to a "good education" for all students. The constitutional statement that, "It is the paramount duty of the state to make ample provision for the education of all children residing within its borders, without distinction on account of race, color, caste, or sex," has facility implications that, though not required by court ruling, must maintain an uppermost position in the minds of decision makers.

- A capital facilities process which anticipates the direction of educational change and promotes planning of facilities with the ability to accommodate that change.

- A capital program which achieves an equity of tax burden among the state's school districts, is fair in application and balances local and state control and responsibilities, is structured to facilitate the capacity of local districts to respond to the need for appropriate facilities and is built on shared planning expectations for the future.

- A program with an emphasis on cost-effective construction providing educationally-effective facilities including effective use of technology.

- Overall, a program which is built on a clear understanding of the extent of facility construction, renovation and modernization needs of the school districts which is well documented, verifiable and which can be agreed to by the Governor and Legislature.

4.2 Program Operation

The Board's view of the operational characteristics of its capital facilities program is that it should stress the following:

- An emphasis on enhanced local educational and facility planning as an operational requirement for state funding. This emphasis would be supported by the new positions approved in the capital budget through informing districts regarding new trends and developments in school planning and construction as well as exercising their verification responsibilities.

- An emphasis on enhanced local project management to ensure effective use of state funds.

- Reliability and consistency of operation with a predictable process and method of operation with modifications made only after thorough consultation.

- The use of eligibility and priority criteria which accurately recognize needs and accommodate both state and local interests and concerns and meet the Board's policy objectives such as support for new educational technologies, etc.

- A process which provides continuing updates of a data base identifying the needs and the extent to which they are being met and helps assure that educational effectiveness is accomplished in a cost-effective manner.

4.3 Program Funding

As was clearly indicated earlier in this paper, the most critical issues facing school construction in Washington are financial. In the opinion of the Board the following are critical elements in a sound state program:

- A predictable funding environment involving long-range policy agreements by the Board, the Governor and the Legislature.

- A reliable revenue source which provides a sound base of support but not to the exclusion of active legislative involvement in the funding process.

- Finally, and most important, an agreed upon long-range state construction assistance funding plan to fit with verifiable estimates of long-range school construction/modernization needs.

APPENDIX A

PRIORITY FACTOR

SCORING DESCRIPTIONS

PRIORITY FACTOR SCORING
AS RECOMMENDED BY THE FACILITIES SUBCOMMITTEE

1. Projected Percent Unhoused - 55 possible points

The district percent unhoused five years in the future is based on the OSPI projection of enrollment for two grade categories, K - 8 (including preschool special education) and 9 - 12 compared to the formula capacity of existing space based on current SBE space factors.

If the projected district percent unhoused for the applicable grade category is equal to or greater than 40 percent, full points are awarded. If the projected district percent unhoused is less than 5 percent but greater than 0 percent, then a minimum of 15 points are awarded. If the projected percent unhoused is between 5 percent and 40 percent then the 40 remaining points (55-15) are proportionately awarded. For example, if a district's projected percentage of unhoused students five years in the future for K - 8 was 30 percent, the score of its highest priority project in that grade category would be 43.57 points.

Formula: If Unhoused = 30 percent then:

(((30 percent X 100)-5) X (40/35))+15) = 43.57 points

Or, simplified: 25 X 1.1429 =28.57+15= 43.57

NOTE: The 40/35 indicates the 40 points between 15 and 55 divided by the 35 percentage points between the 5 percent minimum level and the 40 percent where maximum points are awarded.

2. Mid-Range Projection - five possible points

The purpose of this factor is to recognize the degree of immediacy of a district's capacity problem. The district's point score in Item 1 is first multiplied by .091 to reflect the relationship between the 55 points in Item 1 and the five points in Item 2 (5/55 = .091). This produces the maximum points a project can be awarded in this category. The actual points are determined by the relationship between the district's unhoused percent three years in the future and its unhoused percentage five years in the future. For example, if a district received 43.57 points in Item 1 due to a projected 30 percent unhoused condition and its three-year projection is that it will be 24 percent unhoused, it will receive 3.17 points ((43.57 X .091) X (24 percent/30 percent)) = 3.17.

3. Number of Years Unhoused - five possible points

The purpose of this factor is to recognize the duration of an unhoused problem. One point is awarded for each year the district has had an unhoused condition in the applicable grade category during the past five years, up to the five points maximum.

4. Health and Safety - 20 possible points

16 points are awarded based on the evaluation contained in the Building Condition Evaluation Form and are awarded as follows:

15 - 19 percent = 16 points, 20 - 24 percent = 15 points, 25 - 29 percent = 14 points etc. until you reach 95 percent at which no points are awarded

The Health and Safety condition points are combined with an additional:

two points if school does not meet seismic code requirements
two points if school is not asbestos free

5. Condition of Building - 30 possible points

The score is based on the building condition evaluation form (BCEF) analysis for all categories other than handicapped access. If the building condition score is 31 or less, then the maximum 30 points are awarded to the project. If the condition score is 91 or more, then no points are awarded. If the condition score is from 32 to 90, the condition score is subtracted from 91 and multiplied by 50 percent to determine the points. For example, a building which scored 62 on the building condition evaluation (e.g., Mesa Elementary) would receive 14.5 points (91-62 X .5) and a building which scored 34 (Mossyrock Elementary) would receive 28.5 points (91-34 X .5).

In cases where projects affect multiple buildings, the BCEF score is weighted by the proportion of Gross Square Feet (GSF) affected.

6. Cost/Benefit Factor - ten minus points possible

If the proposed project is a modernization and the BCEF score is less than 40, one point is deducted for each point the BCEF score is less than 40 up to a total possible deduction of 10 points. For example, the proposed modernization of Mossyrock Elementary (which had a condition score of 34) would have six points deducted (40-34) to reflect the concern that the low condition score indicates that building new, in lieu of modernization would be a more cost-effective approach.

If the proposed project is a new in lieu of modernization and the BCEF score is greater than 60, one point is deducted for each point the BCEF score is higher than 60 to a total possible deduction of 10 points. For example, the proposed new in lieu for Mesa Elementary (which had a condition score of 62) would have two points deducted (62-60) to reflect the concern that the relatively high condition score indicates that modernization would be a more cost-effective approach.

7. Type of Space - ten possible points

In this element the net assignable square feet (NASF) of a project (regardless of fund source) are identified by space inventory category. Space used for scheduled instruction and libraries (classrooms, laboratories, PE teaching space, libraries and learning resource centers) is category 1. Space used in support of instruction (assembly, student services, office space and classroom/lab service and support) is category 2. Category 3 space is cafeteria/food service, spectator seating, covered play areas and general support space. The formula for determining points operates as follows:

NASF of category 1 X 10 points = x
NASF of category 2 X 7 points = x
NASF of category 3 X 4 points = x
==========
$\sum y$ $\sum x$ $\sum x / \sum y$ = points

8. Local Priority - five possible points

For this element, five maximum points are awarded to the district's first priority project, each priority from there has one point deducted from it, to a minimum of zero points awarded.

9. Joint Funding - five possible points

A financial commitment from a non-school district source equal to or in excess of the following will receive five points (no partial points are awarded in this category):

Total Project Cost	Required Joint Funding
Up to $1,000,000	25 percent of total project cost ($250,000 at $1,000,000)
Between $1,000,000 and $2,000,000	$275,000
Between $2,000,000 and $3,000,000	$300,000
Between $3,000,000 and $4,000,000	$325,000
Between $4,000,000 and $5,000,000	$350,000
Between $5,000,000 and $6,000,000	$375,000
Between $6,000,000 and $7,000,000	$400,000
Between $7,000,000 and $8,000,000	$425,000
Between $8,000,000 and $9,000,000	$450,000
Between $9,000,000 and $10,000,000	$475,000
$10,000,000 and over	$500,000

Application of Priority Factors:

Elements 1 - 3 apply to new projects eligible due to forecasted unhoused students. Elements 4 - 6 apply to modernizations, new projects in lieu of modernizations and condemnations. Elements 7 - 9 apply to all projects.

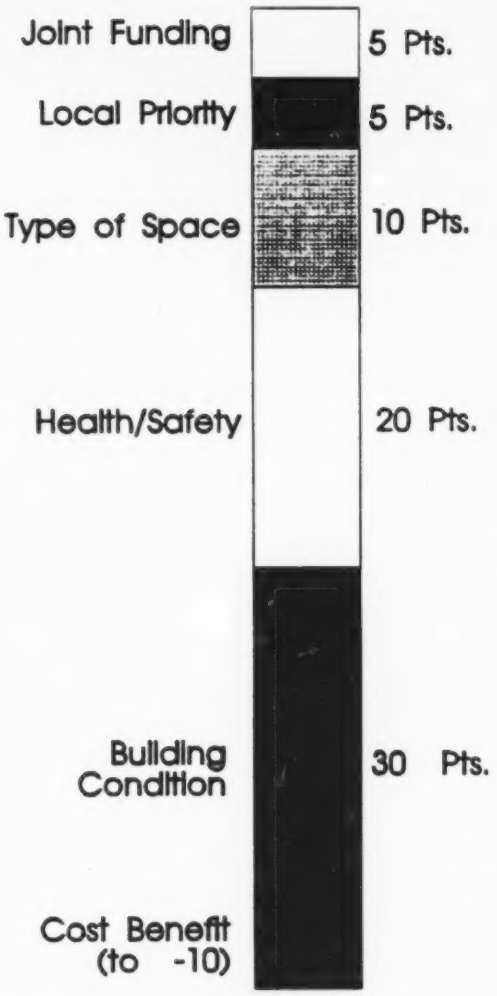
Total possible points:

New/growth	85
Modernizations, etc. related to condition	70

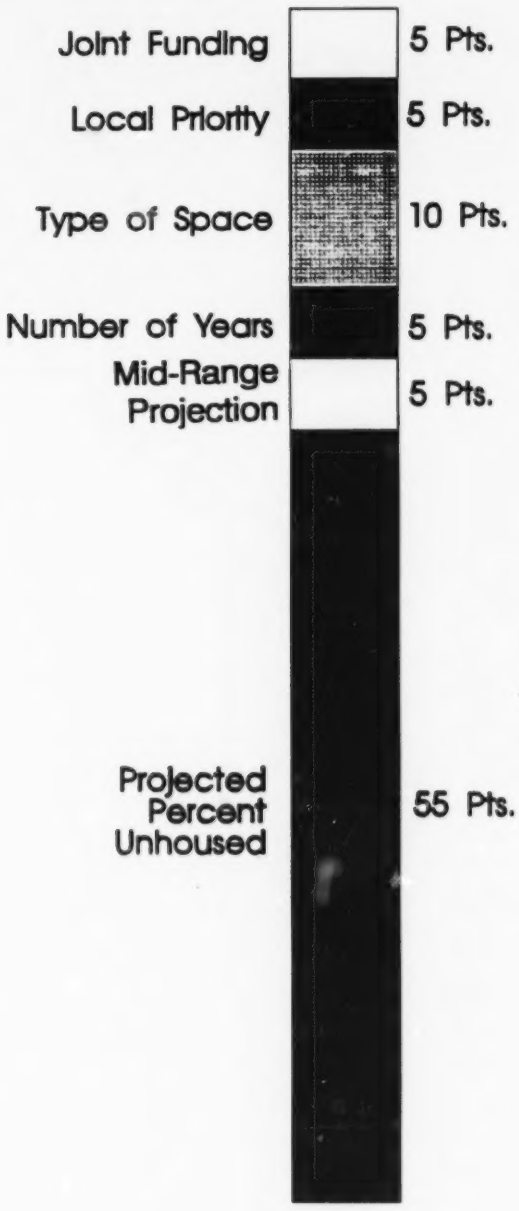
Future Additional Elements:

It is anticipated that 15 points covering "Program Relationship" and "Technology Inclusion" will be added after revisions are made to study and survey requirements. In addition, points will be included to reflect the impact of maintenance on condition after the State Board of Education policy on maintenance expenditures has had sufficient time to operate and have an effect on building condition. It is estimated that a factor will be included by 1995.

State Board of Education
Recommended Priority Factor Scoring



Modernization
70 Points Possible



New Construction
85 Points Possible

Table 1
Project Point Factors

District	Project		5 Year Projected Percent Unhoused 15–55	3 Year Mid Range Projection 0–5	Number of Years Unhoused 0–5	Health and Safety 0–20	Condition of Building 0–30	Cost/ Benefit 0–(10)	Type of Space 4–10	Local Priority 0–5	Joint Funds 0 or 5	Total Possible Points	Project Total Score
MUKILTEO	NEW MIDDLE	New	55.00	4.25	0	xxxxxxx	xxxxxxxxx	xxxxxxx	8.73	5.00	0.00	85.00	72.98
CHENEY	HIGH	New	45.42	3.44	5	xxxxxxx	xxxxxxxxx	xxxxxxx	9.33	2.00	0.00	85.00	70.18
MOSSYROCK	MIDDLE	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	16.00	25.0	0	8.07	4.00	0.00	70.00	53.07
MOSSYROCK	ELEMENTARY	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	15.00	28.5	-6	7.45	5.00	0.00	70.00	49.95
N. FRANKLIN	B.C. ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	21.0	0	9.03	5.00	0.00	70.00	49.03
CHENEY	BETZ ELEM	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	19.00	15.5	0	9.50	5.00	0.00	70.00	49.00
CHENEY	SUNSET ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	18.0	0	9.75	4.00	0.00	70.00	45.75
CHENEY	SUNSET ELEM	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	18.0	0	10.00	3.00	0.00	70.00	45.00
N. FRANKLIN	OLDS JR. HIGH	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	15.00	15.5	0	9.08	4.00	0.00	70.00	43.58
MOSSYROCK	HIGH	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	14.00	16.0	0	10.00	3.00	0.00	70.00	43.00
TUMWATER	NEW MIDDLE	New	29.28	0.78	0	xxxxxxx	xxxxxxxxx	xxxxxxx	8.74	4.00	0.00	85.00	42.80
TUMWATER	LITTLEROCK EL	New	30.51	0.84	0	xxxxxxx	xxxxxxxxx	xxxxxxx	6.04	5.00	0.00	85.00	42.39
MUKILTEO	MARINER HIGH	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	12.00	16.0	0	8.96	4.00	0.00	70.00	40.96
HYPOTHETICAL	NEW HIGH	New	24.10	1.73	3	xxxxxxx	xxxxxxxxx	xxxxxxx	8.97	4.00	0.00	85.00	38.80
HYPOTHETICAL	NEW ELEM	New	19.80	0.72	0	xxxxxxx	xxxxxxxxx	xxxxxxx	9.30	5.00	0.00	85.00	34.81
HYPOTHETICAL	NEW MIDDLE	New	15.00	0.57	2	xxxxxxx	xxxxxxxxx	xxxxxxx	8.70	5.00	5.00	85.00	34.27
N. FRANKLIN	HIGH - PHASE I	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	9.39	2.00	0.00	70.00	33.89
N. FRANKLIN	MESA ELEM	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	8.39	3.00	0.00	70.00	33.89
N. FRANKLIN	HIGH - PHASE II	NL	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	14.5	-2	10.00	1.00	0.00	70.00	33.50
MUKILTEO	FAIRMOUNT EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	13.00	8.5	0	9.21	3.00	0.00	70.00	33.71
CHENEY	CHENEY HIGH	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	11.00	8.5	0	9.26	1.00	0.00	70.00	29.76
MUKILTEO	LK STICKNEY EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	8.0	0	8.79	1.00	0.00	70.00	27.79
MUKILTEO	SERENE LK EL	Mod	xxxxxxxxx	xxxxxxxxx	xxxxxxxxx	10.00	6.0	0	8.88	2.00	0.00	70.00	26.88

Table 2
Application of Priority Factors to Approved Projects

Ranked High-to-Low by Project Type

District	Project	Type	5 Year Projected Percent Unhoused	Condition of Building	Health and Safety	Total Possible Points	Project Total Score
MUKILTEO	NEW MIDDLE	New/Growth	41.7%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	72.98
CHENEY	CHENEY HIGH	New/Growth	31.6%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	70.18
TUMWATER	NEW MIDDLE	New/Growth	17.5%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	42.80
TUMWATER	LITTLEROCK ELEMENTARY	New/Growth	18.6%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	42.39
HYPOTHETICAL	NEW HIGH	New/Growth	13.0%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	38.80
HYPOTHETICAL	NEW ELEMENTARY	New/Growth	9.2%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	34.81
HYPOTHETICAL	NEW MIDDLE	New/Growth	5.0%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	34.27
N. FRANKLIN	BASIN CITY	New in Lieu	xxxxxxxxxx	49	45%	70.00	49.03
CHENEY	SUNSET ELEMENTARY	New in Lieu	xxxxxxxxxx	55	45%	70.00	45.75
N. FRANKLIN	OLDS JR. HIGH	New in Lieu	xxxxxxxxxx	60	40%	70.00	43.58
MOSSYROCK	MOSSYROCK HIGH	New in Lieu	xxxxxxxxxx	59	45%	70.00	43.00
N. FRANKLIN	MESA ELEMENTARY	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.89
N. FRANKLIN	CONNELL HIGH – PHASE I	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.89
N. FRANKLIN	CONNELL HIGH – PHASE II	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.50
MOSSYROCK	MOSSYROCK MIDDLE	Mod	xxxxxxxxxx	41	35%	70.00	53.07
MOSSYROCK	MOSSYROCK ELEMENTARY	Mod	xxxxxxxxxx	34	40%	70.00	49.95
CHENEY	BETZ ELEMENTARY	Mod	xxxxxxxxxx	60	20%	70.00	49.00
CHENEY	SUNSET ELEMENTARY	Mod	xxxxxxxxxx	55	45%	70.00	45.00
MUKILTEO	MARINER HIGH	Mod	xxxxxxxxxx	59	55%	70.00	40.96
MUKILTEO	FAIRMOUNT ELEMENTARY	Mod	xxxxxxxxxx	74	50%	70.00	33.71
CHENEY	CHENEY HIGH	Mod	xxxxxxxxxx	74	62%	70.00	29.76
MUKILTEO	LAKE STICKNEY ELEM.	Mod	xxxxxxxxxx	75	65%	70.00	27.79
MUKILTEO	SERENE LAKE ELEM.	Mod	xxxxxxxxxx	79	65%	70.00	26.88

Table 3
Application of Priority Factors to Approved Projects

Ranked High-to-Low

District	Project	Type	5 Year Projected Percent Unhoused	Condition of Building	Health and Safety	Total Possible Points	Project Total Score
MUKILTEO	NEW MIDDLE	New/Growth	41.7%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	72.98
CHENEY	CHENEY HIGH	New/Growth	31.6%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	70.18
MOSSYROCK	MOSSYROCK MIDDLE	Mod	xxxxxxxxxx	41	35%	70.00	53.07
MOSSYROCK	MOSSYROCK ELEMENTARY	Mod	xxxxxxxxxx	34	40%	70.00	49.95
N. FRANKLIN	BASIN CITY	New in Lieu	xxxxxxxxxx	49	45%	70.00	49.03
CHENEY	BETZ ELEMENTARY	Mod	xxxxxxxxxx	60	20%	70.00	49.00
CHENEY	SUNSET ELEMENTARY	New in Lieu	xxxxxxxxxx	55	45%	70.00	45.75
CHENEY	SUNSET ELEMENTARY	Mod	xxxxxxxxxx	55	45%	70.00	45.00
N. FRANKLIN	OLDS JR. HIGH	New in Lieu	xxxxxxxxxx	60	40%	70.00	43.58
MOSSYROCK	MOSSYROCK HIGH	New in Lieu	xxxxxxxxxx	59	45%	70.00	43.00
TUMWATER	NEW MIDDLE	New/Growth	17.5%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	42.80
TUMWATER	LITTLEROCK ELEMENTARY	New/Growth	18.6%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	42.39
MUKILTEO	MARINER HIGH	Mod	xxxxxxxxxx	59	55%	70.00	40.96
HYPOTHETICAL	NEW HIGH	New/Growth	13.0%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	38.80
HYPOTHETICAL	NEW ELEMENTARY	New/Growth	9.2%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	34.81
HYPOTHETICAL	NEW MIDDLE	New/Growth	5.0%	xxxxxxxxxxxxxx	xxxxxxxxxx	85.00	34.27
N. FRANKLIN	CONNELL HIGH – PHASE I	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.89
N. FRANKLIN	MESA ELEMENTARY	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.89
N. FRANKLIN	CONNELL HIGH – PHASE II	New in Lieu	xxxxxxxxxx	62	65%	70.00	33.50
MUKILTEO	FAIRMOUNT ELEMENTARY	Mod	xxxxxxxxxx	74	50%	70.00	33.71
CHENEY	CHENEY HIGH	Mod	xxxxxxxxxx	74	62%	70.00	29.76
MUKILTEO	LAKE STICKNEY ELEM.	Mod	xxxxxxxxxx	75	65%	70.00	27.79
MUKILTEO	SERENE LAKE ELEM.	Mod	xxxxxxxxxx	79	65%	70.00	26.88

BUILDING CONDITION EVALUATION FORM

County/School District | School Name | Building Name/#

CATEGORIES	ITEMS	RATINGS GOOD (1)	FAIR (2)	POOR (3)	UNSAT. (4)	COMMENTS
1.0 Exterior Building Condition	1.1 Foundation/Structure	+12	+8	+6	+4	
	1.2 Walls	+8	+5	+3	+1	
	1.3 Roof	+7	+5	+2	0	
	1.4 Windows/Doors	+2	+1	0	0	
	1.5 Trim	+2	+1	0	0	
2.0 Interior Building Condition	2.1 Floors	+8	+5	+2	0	
	2.2 Walls	+8	+5	+1	0	
	2.3 Ceilings	+5	+3	+1	0	
	2.4 Fixed Equipment	+2	+1	0	0	
3.0 Mechanical Systems Condition	3.1 Electrical	+6	+4	+2	0	
	3.2 Plumbing	+4	+2	+1	0	
	3.3 Heating	+6	+4	+2	+1	
	3.4 Cooling	+6	+4	+2	+1	
	3.5 Lighting	+4	+3	+2	0	
4.0 Safety/Building Code	4.1 Means of Exit	+6	+4	+2	0	
	4.2 Fire Control Capability	+4	+3	+2	+1	
	4.3 Fire Alarm System	+4	+3	+2	+1	
	4.4 Emergency Lighting	+2	+1	0	0	
	4.5 Fire Resistance	+4	+3	+2	+1	
	TOTALS					
5.0 Provisions for Handicapped		X	X	X	X	

Suitability Code and Definition	4 Building makes positive contribution to educational environment 3 Building suitable 2 Current use of space is compatible with intended use but needs remodeling 1 Current use of space is not compatible with intended use or design
Significant Location Factors	

Evaluator Signature _____

School Official Signature _____

Date of Evaluation	Total Score

(BCEF1.WK1-11/20/91) ** Use Reverse Side of Form for Overall Comments and Conclusions **

APPENDIX B

SCHOOL FACILITIES QUESTIONNAIRE

SUMMARY OF SCHOOL DISTRICT RESPONSES

SECTION II – DISTRICT BUILDING PROGRAM AND ENROLLMENT PROFILE

2.1 Since 1985, districts submitted the following number of separate projects for state assistance. (Each project was counted only once, even if it was submitted more than once.)

New Construction	172
Modernization	141
Other	15

Responses (R) = 147

2.2 Of the projects identified in the preceding question, the average number of months between the date submitted and the date state funds were committed was:

	Months (avg.)
New Construction	11.8
Modernization	14.9
Other	18.0

R = 59, 36, 1

2.3 Since 1985, the following number of school projects having a construction cost of more than $100,000 were initiated by districts without state funds.

	# of Projects	Est. Total Cost (000)
New Construction	117	$161,039.5
Modernization	165	$193,736.5
Other	112	$48,513.3

R = 146, 145, 146

2.4 Number of district applications pending for state construction assistance.

	New	Modernization	Other
Elementary (K–6)*	25	21	2
Middle School (7–8)	21	12	0
High School (9–12)	14	14	1
Other	0	0	0

* We recognize that districts' grade organization may differ, but we asked that they respond in these OSPI categories to the best of their ability.

2.5 Full-Time Equivalent enrollment expectations of the districts in the Year 1995 and the Year 2000.

R (1995) = 141, 140, 141	1995	2000	1990	1995 as a % of 1990
Elementary (K–6)	345,414	*		
Middle (7–8)	102,397	*		
High School (9–12)	158,241	*		
TOTAL	606,052	*	483,977	125%

* Insufficient districts responded.

2.6 The districts' estimate of the current student capacity of their permanent facilities.

	Number of Schools	Gross Square Feet	Student Capacity	R = 16, 127, 145, 145
K – 12	16	615,449	4,584	
Elementary	311	25,925,249	260,531	
Middle	177	13,245,843	107,597	
High School	161	20,690,980	145,112	

2.7 The districts' assessment of the physical condition of their current, permanent facilities.

	Number of Schools	Est. Gross Square Feet	Percent of Total GSF	R = 138, 137, 143, 144
Excellent	260	14,389,453	25.2%	
Good (Some repair needed)	326	20,373,238	35.6%	
Poor (Major repair needed)	235	15,227,203	26.6%	
Very Poor (Needs replacing)	141	7,177,015	12.6%	

2.8 The districts' assessment of the educational adequacy of their current, permanent facilities.

	Number of Schools	Est. Gross Square Feet	Percent of Total GSF	R = 142, 137, 143, 146
Excellent	173	11,324,261	19.1%	
Good	403	26,049,512	44.0%	
Poor	250	14,178,195	23.9%	
Very Poor	13	7,683,026	13.0%	

2.9 The districts' inventory of facilities which do not meet current codes for seismic mitigation, asbestos mitigation and EPA radon guidelines.

	Seismic # Schools (GSF)	Asbestos # Schools (GSF)	Radon # Schools (GSF)	
Elementary (K–6)	219 (8,567,501)	93 (4,162,249)	99 (4,608,641)	R = 86, 101, 93
Middle School (7–8)	87 (7,290,678)	48 (3,887,861)	31 (2,752,256)	R = 84, 94, 77
High School (9–12)	56 (8,680,690)	40 (5,420,189)	22 (3,421,217)	R = 61, 71, 60

2.10 The districts' greatest facility needs for the next six years (number of times each reported as top priority). (Ranked from 1 to 3 with 1 being the highest priority.)

R = 126, 131, 12, 52

	Number of times ranked Priority 1	Average Score
New facilities	83	1.5
Modernization	43	1.7
Other (Addition)	3	2.0
Other	8	2.5

SECTION III – LOCAL FUNDING

3.1 Since 1985, the amount the districts have spent on facilities construction.

R = 145

	New Construction	Modernization	Other	Total
Local Funds (000)	$417,507.3	$514,890.8	$72,837.2	$1,005,235.3
State Funds (000)	491,527.4	228,225.8	368.9	720,122.1
Total (000)	$909,034.7	$743,116.6	$73,206.1	$1,725,357.4

3.2 The source of local funds reported in question 3.1.

	$ Amount (000)	R = 146
Operating Funds	$18,406.6	
Bonds	872,274.4	
Developer Impact Fees	18.0	
Capital Projects Levy (not bonded)	48,299.4	
Other	116,966.3	
TOTAL	$1,055,964.7	

3.3 86 districts plan to issue bonds in the next three years.

Total estimated amount of these bonds (000) $1,240,265.2 R = 86

Proposed Bond Program Facilities (Number of Projects)

	New	Modernization	Other
Elementary	57	85	36
Middle School	34	51	14
High School	29	29	17

3.4 The average status of the districts' operations and maintenance levy.

	Average Amount (000)	$/000 of Assessed Value	R = 135, 109
Current levy	$2,894.6	$2.60	
Levy limitation	$3,222.9	$4.20	

3.5 The status of the growth mitigation fee the districts are entitled to charge.

District intends to adopt policy	16
District does not intend to adopt policy	57
District currently developing policy	34
District has adopted policy	13
District is now collecting fees	8
The City/County did/will involve the school districts in implementing this legislation.	44

SECTION IV - FUTURE FACILITY NEEDS

4.1 The districts' current estimated facility needs over the next six years regardless of the funding source.

	Gross Square Feet	Total Cost (000)	
Instructional Facilities			
New Construction (To serve unhoused students based on state eligibility allowances)	7,109,476	$898,295.4	R = 135
Modernization	14,173,645	1,411,591.4	R = 130
Replacement	3,864,506	523,658.0	R = 135
Total Instructional Facilities	25,147,627	$2,833,544.8	
Other Facilities	1,814,408	145,916.8	R = 127
TOTAL	26,962,035	$2,979,461.6	

4.2 Additional instructional space needed by the districts to meet anticipated enrollment growth.

	Additional Gross Square Feet	Total Esti-mated Cost (000)	
Growth 1991–95	6,271,615.0	$842,889.0	R = 117
Growth 1996–2000	6,719,186.0	$1,003,179.9	

SECTION V – EVALUATION OF CURRENT STATE PROGRAM

5.1 Districts' level of agreement with following statements about the current eligibility requirements for state assistance.

SA Strongly Agree
A Agree
DK Don't Know
D Disagree
SD Strongly Disagree

R = 140, 143, 143, 143, 141, 143, 142, 139

The eligibility requirements:	SA	A	DK	D	SD
1. Fully recognize the facility needs of the state's districts.	17.9%	9.3%	7.1%	28.6%	37.1%
2. Provide an adequate level of funding for all districts.	20.3%	7.7%	2.1%	26.6%	43.3%
3. Treat all districts equitably.	18.9%	23.1%	20.2%	18.2%	19.6%
4. Should be expanded to include other facility needs.	30.0%	32.2%	18.9%	13.3%	5.6%
5. Includes facilities that should not be funded by the state.	5.0%	6.4%	37.6%	39.0%	12.0%
6. Favor rapidly growing districts over no or slow growth districts.	23.8%	45.4%	9.8%	14.0%	7.0%
7. Provide facilities for students on an equitable basis.	16.9%	23.2%	14.1%	32.4%	13.4%
8. Are too complicated to understand.	2.9%	28.8%	14.4%	48.2%	5.7%

5.2 Districts' level of agreement with following statements about the current criteria for establishing the priority of their projects for state assistance.

R = 142, 141, 141, 142, 141, 140, 121

The current criteria:	SA	A	DK	D	SD
1. Are a fair and equitable way of allocating state assistance.	2.8%	23.3%	21.1%	39.4%	13.4%
2. Favor districts with major modernization needs.	4.2%	14.2%	22.0%	43.3%	16.3%
3. Do not adequately recognize modernization needs.	27.7%	47.5%	14.9%	9.2%	0.7%
4. Can be manipulated easily to obtain a higher priority rating.	4.9%	20.4%	47.9%	24.7%	2.1%
5. Favor growth districts.	23.4%	60.3%	9.9%	5.0%	1.4%
6. Ensure reasonably equitable facilities for all students.	5.0%	20.0%	16.4%	41.4%	17.2%
7. Are too complicated to understand.	2.5%	29.7%	18.2%	46.3%	3.3%

1.0 The districts' estimate of the current student capacity of their PORTABLE facilities used for instruction.

	Number of Portables	Gross Square Feet	Student Capacity	R = 88
Elementary	1,051	1,105,473	26,953	
Middle	365	335,454	9,405	
High School	305	290,460	8,377	

2.0 The districts' assessment of the physical condition of their current, PORTABLE facilities.

	Number of Portables	Est. Gross Square Feet	Percent of Total GSF	R = 87
Excellent	389	390,984	23.2%	
Good (Some repair needed)	543	573,916	34.1%	
Poor (Major repair needed)	340	325,023	19.3%	
Very Poor (Needs replacing)	401	393,530	23.4%	

3.0 The districts' assessment of the educational adequacy of their current, PORTABLE facilities.

	Number of Portables	Est. Gross Square Feet	Percent of Total GSF	R = 87
Excellent	98	113,784	6.8%	
Good	553	576,780	34.5%	
Poor	551	526,495	31.5%	
Very Poor	470	452,820	27.1%	